

Message Text

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ACTION EUR-12

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C O N F I D E N T I A L ANKARA 1054

EMO. 11652: GDS

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SUBJECT: POPPY CONTROL PROGRAM

REF A) STATE 23211 B) STATE 23174 C) GENEVA 657

1. AS A RESULT OF RECENT DEPARTMENT MESSAGES REGARDING THE POPPY CONTROL PROGRAM IN TURKEY, WE HAVE CAREFULLY RE-EVALUATED THE SITUATION. IN VIEW OF THE PRESENT POLITICAL CIRCUMSTANCES IN THE COUNTRY, I.E., A LACK OF STRONG GOVERNMENT LEADERSHIP, WE SUBMIT THE FOLLOWING COMMENTS ON WHAT WE THINK WOULD BE THE MOST USEFUL APPROACH TO ENCOURAGE THE TURKISH GOVT TO ESTABLISH AND IMPLEMENT AN EFFECTIVE POPPY CONTROL SYSTEM:

ON THE BASIS OF MY OWN EXPERIENCE AS AN AID ASSISTANT ADMINISTRATOR I AM DISTURBED BY THE MAGNITUDE AND TYPES OF EQUIPMENT WHICH APPROPRIATE UN AGENCIES ARE APPARENTLY PREPARED TO SUPPLY TURKEY (REF C). I HAVE UNPLEASANT MEMORIES OF OTHER PROGRAMS OF AN AID NATURE INITIATED WITH LARGE IN-PUTS
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OF EQUIPMENT BEFORE THERE HAD BEEN SUFFICIENT PLANNING, TRAINING

AND EXPERIENCE TO JUSTIFY ITS USE. TEMPTATIONS TO DIVERT VEHICLES SUCH AS JEEPS TO OTHER USES HAVE OFTEN PROVED IRRESISTIBLE. IN THIS CONNECTION, I RECALL THAT ALREADY 138 VEHICLES OF VARIOUS KINDS AS WELL AS TWO AIRCRAFT WERE DELIVERED TO TURKISH ENFORCEMENT AGENCIES DURING THE PERIOD 1970-73 TO ASSIST THEM IN ENFORCING THE BAN. EVEN THOUGH THIS NEW EQUIPMENT MAY BE FURNISHED THROUGH A UN AGENCY, THE MAJOR BURDEN OF ITS FUNDING WILL DOUBTLESS FALL ON THE US. THE JUSTIFICATION OF SUCH A PROGRAM BEFORE THE CONGRESS WOULD LIKELY ATTRACT STRONG CRITICISM ALONG THE LINES THAT TURKEY'S LIFTING THE BAN ON POPPY CULTIVATION WAS A BREACH OF CONTRACT WITH THE US AND THE US SHOULD NOT NOW CONTRIBUTE TO A PROGRAM NECESSITATED BY THIS ACTION. IT MIGHT BE WORTH RUNNING THE RISK OF CONGRESSIONAL CRITICISM ON THIS SCORE IF EQUIPMENT WERE THE KEY TO THIS YEAR'S TURKISH ENFORCEMENT EFFORT. WE BELIEVE, HOWEVER, THAT EQUIPMENT IS NOT THE KEY. IT IS NOT LIKELY TO GET HERE ON TIME AND IN ANY EVENT SURVEILLANCE SUCCESS IN THE FIRST YEAR WILL MORE LIKELY DEPEND UPON THE TURKISH GOVERNMENT'S WILLINGNESS TO COMMIT MASSIVE JANDARMA MANPOWER TO THE SURVEILLANCE PROGRAM DURING THE CRUCIAL WEEKS AROUND HARVEST TIME. OUR MAJOR SUPPORT FOR THIS EFFORT MUST BE PRIMARILY THROUGH DEA'S NORMAL ACTIVITIES, STRENGTHENING THE TURKS' PREPARATIONS AND PROVIDING TIMELY AND USEFUL NARCOTICS INTELLIGENCE.

2. WITH REFERENCE TO THE UNIFIED INFORMATION STRUCTURE (REF A), WE CONTINUE TO FEEL IT WOULD BE A USEFUL PART OF AN EFFECTIVE ENFORCEMENT PROGRAM. WE WERE PLEASED TO NOTE THAT THE REPORT OF THE GREENFIELD MISSION RECOMMENDED THE ESTABLISHMENT OF A JOINT CENTRAL NARCOTICS INTELLIGENCE BUREAU (REF C). IN SUPPORT OF THIS RECOMMENDATION, I WILL IN THE NEAR FUTURE CALL ON A HIGH LEVEL TURKISH OFFICIAL AND SUGGEST ADOPTION OF A JOINT INTELLIGENCE COLLECTION CENTER BASED ON ITS MERITS AS A USEFUL ELEMENT IN AN EFFECTIVE ENFORCEMENT PROGRAM, BUT WITHOUT REFERENCE TO ANY "INCENTIVES" IN THE FORM OF U.S. EQUIPMENT SUPPORT.

3. RATHER THAN WASTING TIME AND EFFORT IN THE EQUIPMENT AREA, WE BELIEVE WASHINGTON'S FOCUS SHOULD BE ON THE FOLLOWING:
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A. STRENGTHENING THE GREENFIELD TEAM'S PRESENTATION, MAKING IT MORE COORDINATED AND HARD-HITTING. WE MUST WORK THROUGH THE TEAM AS EVEN BEFORE THE U.S. MILITARY AID CUTOFF OUR INFLUENCE ON THIS PARTICULAR SUBJECT WAS BECOMING INCREASINGLY CONTROVERSIAL AND LIMITED.

B. THE CRUCIAL FACTOR IN THE SUCCESS OF THE POPPY STRAW PROGRAM

WILL BE THE ESTABLISHMENT OF A REALISTIC PRICE FOR THE UNINCISED POPPY STRAW, I.E., ONE WHICH WILL PROVIDE A SATISFACTORY RETURN TO THE FARMER -- AND BE ACCEPTABLE TO HIM -- AND AT THE SAME TIME BE ONE THAT HIS APPETITE HAS NOT RPT NOT DRIVEN BEYOND REASONABLE LIMITS. THIS IS THE FUNDAMENTAL PROBLEM WHICH ABOVE ALL ELSE THE GREENFIELD GROUP SHOULD NOW BE FOCUSING ON. BECAUSE THE USG IS SUSPECT HERE ON ALL ASPECTS OF THE OPIUM POPPY PROBLEM, OUR VIEWS AS TO THE APPROPRIATE PRICE WILL NOT BE CONTROLLING. THEREFORE, THE GREENFIELD MISSION MUST TAKE THE LEAD IN: 1) DEFINING WITH GOT OFFICIALS WHAT THIS PRICE SHOULD BE; 2) DETERMINING WHETHER THE MARKET WILL MEET THIS PRICE; AND 3) IF THE MARKET WILL NOT MEET THIS PRICE, THEN WHAT SUBSIDY WILL BE REQUIRED AND WHERE WILL IT COME FROM. THIS WE REPEAT, IS THE CRUCIAL PART OF THE EXERCISE BEFORE US. IF IT IS NOT RPT NOT DEALT WITH EFFECTIVELY, THE GOT DECISION TO GO THE STRAW PROCESS ROUTE COULD BE REVERSED AT THE LAST MINUTE. IF IT CAN BE DEALT WITH SUCCESSFULLY, THE DECISION WILL STAND. THEREFORE, THIS ABOVE ALL OTHER ELEMENTS IN THE PROBLEM SHOULD BE FOCUSED ON BY APPROPRIATE DEPARTMENT OFFICIALS IN THEIR DEALING WITH THE GREENFIELD MISSION. DEPARTMENT'S ENERGIES SHOULD NOT RPT NOT BE DISSIPATED IN OTHER FAR LESS CRUCIAL, ASPECTS OF THE PROBLEM.

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